

Message Text

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AMEMBASSY ANKARA
USCINCEUR VAIHINGEN GE
SECDEF WASHDC

C O N F I D E N T I A L SECTION 1 OF 4 OSLO 3712

FROM THE AMBASSADOR

E.O. 11652: GDS
TAGS: MASS, NO
SUBJECT: CONSOLIDATION OF THE ODC AND DAO

REF: STATE 173674

1. BEGIN SUMMARY: WE SET OUT IN THIS MESSAGE OUR PROPOSAL TO CONSOLIDATE OUR TWO MILITARY SECTIONS, ODC AND DAO, INTO A SINGLE MILITARY AFFAIRS SECTION. WE BELIEVE THE PROPOSAL OFFERS SIGNIFICANT BENEFITS IN MANAGERIAL EFFICIENCY AND LOOK FORWARD TO HAVING WASHINGTON'S EARLY COMMENTS AND SUGGESTIONS. END SUMMARY.

2. IN RESPONSE TO WASHINGTON'S REQUEST (REFTEL) WE HAVE OUTLINED BELOW OUR PROPOSAL TO MERGE OUR ODC AND DAO OFFICES. WE BEILEVE THERE ARE TWO MAIN OBJECTIVES TO BE SERVED BY THE CONSOLIDATION. FIRST IT WILL STREAMLINE AND RATIONALIZE THE MANAGEMENT OF OUR MILITARY ACTIVITIES IN OSLO GIVING THE AMBASSAODR, HIS STAFF, US MILITARY AND CIVILIAN AUTHORITIES, AND
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THE NORWEGIANS A SINGLE POINT OF CONTACT FOR ALL SUCH ACTIVITIES. SECONDLY, WE EXPECT THAT THE CONSOLIDATION WILL ENHANCE THE EFFICIENCY OF THE TWO OFFICES' WORK, ALLOWING US TO MAKE SOME CONCRETE MANPOWER SAVINGS BEGINNING IN THE FIRST YEAR OF THE UNIT'S OPEARATIONS.

3. DESCRIPTION OF THE CURRENT SITUATION: THE EMBASSY IN OSLO

CURRENTLY EMPLOYS A TOTAL OF EIGHTEEN PEOPLE IN OUR OFFICE OF DEFENSE COOPERATION AND DEFENSE ATTACHE OFFICE. ALL PERSONNEL ARE LOCATED ON THE THIRD FLOOR OF THE CHANCERY BUILDING. THE BREAKDOWN OF OUR CURRENT EMPLOYMENT IS AS FOLLOWS:

A. DEFENSE ATTACHE OFFICE (DAO): THE DEFENSE ATTACHE OFFICE IS COMPRISED OF FOUR OFFICERS (TWO AIR FORCE AND ONE EACH FROM THE NAVY AND ARMY), A NAVY CHIEF WARRANT OFFICER, FOUR NON-COMMISSIONED OFFICERS (NCOS), ONE US CIVILIAN, AND THREE NORWEGIAN EMPLOYEES (A TOTAL STAFF OF THIRTEEN). ONE USAF OFFICER PRESENTLY ASSIGNED WILL BE TRANSFERRED IN ABOUT SIX MONTHS AT WHICH TIME THE BILLET WILL BE ELIMINATED. ADDITIONALLY, ONE OF THE LOCAL EMPLOYEE BILLETS HAS OTHERWISE BEEN PROGRAMMED FOR ELIMINATION WITHIN FY 1979. THE DAO STAFF WILL, THEREFORE, BE REDUCED TO A TOTAL OF ELEVEN WITHIN THE NEXT YEAR. FOR PURPOSES OF THIS MESSAGE, WE ARE NOT COUNTING EITHER OF THESE POSITIONS AS PART OF THE CURRENT DAO STAFFING.

B. OFFICE OF DEFENSE COOPERATION (ODC): OUR ODC EMPLOYS TWO OFFICERS (ONE EACH FROM THE AIR FORCE AND ARMY), ONE NAVY CHIEF PETTY OFFICER, ONE US CIVILIAN AND TWO NORWEGIAN EMPLOYEES (A TOTAL EMPLOYMENT OF SIX).

4. DESCRIPTION OF MERGER ENVISAGED: WE PROPOSE TO CREATE A SINGLE MILITARY AFFAIRS SECTION (MAS) OUT OF THE TWO EXISTING OFFICES (DAO AND ODC). WE ARE USING THE TERM "MILITARY AFFAIRS SECTION" HEREIN AS A CONVENIENT DESIGNATOR FOR THE COMBINED UNIT AND WOULD WELCOME WASHINGTON COMMENTS/SUGGESTIONS
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ON THIS OR ANOTHER TITLE FOR THE UNIT. OUR TARGET DATE FOR COMPLETING THIS CONSOLIDATION IS OCTOBER 1, 1979. THE MILITARY AFFAIRS SECTION WOULD BE HEADED BY A CHIEF OF THE MILITARY AFFAIRS SECTION (CHMAS), AN AMERICAN MILITARY OFFICER OF AN O-6 LEVEL. HE WOULD DIRECT ALL AFFAIRS OF THE MAS, INCLUDING SERVICE REPRESENTATION, INTELLIGENCE AND SECURITY ASSISTANCE AND WOULD REPORT TO THE AMBASSADOR. HE WOULD BE A MEMBER OF THE COUNTRY TEAM. THIS OFFICER WOULD ALSO BE DESIGNATED, IN THE APPROPRIATE MANNER, AS THE DEFENSE ATTACHE (DATT), US DEFENSE REPRESENTATIVE (USDR), AND AS THE CINCEUR CONTACT OFFICER (CCO). THE SERVICE AFFILIATION OF THE CHIEF OF THE MAS IS NATURALLY AN ISSUE FOR WASHINGTON AUTHORITIES MORE APPROPRIATELY TO DETERMINE. THE OFFICE COMPOSITION WE ENVISAGE FOR THE MAS AND THE RATIONAL DISTRIBUTION OF MANAGEMENT RESPONSIBILITY WITHIN THE OFFICE, WILL PERMIT THE SENIOR OFFICER OF ANY SERVICE TO SERVE AS CHIEF OF THE MAS.

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AMEMBASSY THE HAGUE
AMEMBASSY ANKARA
USCINCEUR VAIHINGEN GE
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FROM THE AMBASSADOR

5. THE MILITARY AFFAIRS SECTION WOULD BE ORGANIZED INTO THREE FUNCTIONAL UNITS--A SECURITY ASSISTANCE ELEMENT (SAE), A PLANS ELEMENT (PE), AND AN OPERATIONS ELEMENT (OE). KEY TO THE ULTIMATE SUCCESS OF THE MERGED OFFICE WILL BE FLEXIBILITY AMONG THE PERSONNEL, ESPECIALLY OFFICERS, TO PERFORM BOTH SECURITY ASSISTANCE AND THE TRADITIONAL ATTACHE FUNCTIONS OF INTELLIGENCE REPORTING AND SERVICE REPRESENTATION. THE ULTIMATE OFFICER COMPOSITION WE PROPOSE WILL PROVIDE FOR THIS FLEXIBILITY, ALTHOUGH SOME COMPROMISES WILL BE REQUIRED IN THE SHORT-TERM DUE TO CURRENT STAFFING. THE PRESENT AND PROPOSED OFFICER STAFFING ARE AS FOLLOWS:

PRESENT 1) PROPOSED (TO BE REACHED DURING FY1980)
USN O-6 USN O-6
USAF O-6 USAF O-6
USAF O-6 USAF O-5
USA O-6 USA O-6
USA O-4 USMC O-4/5

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1) DOES NOT INCLUDE ONE USAF POSITION ALREADY MANDATED FOR ELIMINATION PER ABOVE.

6. THE SENIOR OFFICER OF EACH SERVICE WOULD BE CHARGED WITH SECURITY ASSISTANCE AND SERVICE REPRESENTATIONAL RESPONSIBILITIES

FOR THAT SERVICE. THE PROPOSED ASSIGNMENT OF A USMC OFFICER, VICE THE JUNIOR ARMY OFFICER, RECOGNIZES THE GORWING USMC INTEREST IN NORWAY. THE MARINE OFFICER WOULD TO LARGE EXTENT, HAVE COMMON INTERESTS WITH THE ARMY O-6, AND SO COULD BE SUPPORTIVE OF HIM. THIS PROPOSED SHIFT OF BILLET WOULD TAKE PLACE BY CURTAILING THE THREE YEAR TOUR OF THE CURRENT ARMY O-4 INCUMBENT TO TWO YEARS IN THE SUMMER OF 1980.

A. THE SECURITY ASSISTANCE UNIT WOULD BE CHARGED WITH PERFORMING ALL ONGOING SECURITY ASSISTANCE TASKS -- ASSESSING THE NORWEGIAN ARMS NEEDS; ASSISTING WITH TRAINING AND EXERCISES; MAP DISPOSAL, ETC. ONE OF THE O-6S NOT SERVING AS HEAD OF THE MAS WOULD BE ASSIGNED SPECIFIC RESPONSIBILITIES WITH THE MAS TO COORDINATE SECURITY ASSISTANCE MATTERS FOR THE HEAD OF THE MAS. SIMILARLY, SINCE IT CAN BE ANTICIPATED THAT THE ARMY/USMC O-4/5 WILL BE PREDOMINANTLY INVOLVED IN SECURITY ASSISTANCE, HE TOO WOULD BE ASSIGNED SPECIFIC PRIMARY RESPONSIBILITIES IN THIS AREA. THE OTHER OFFICERS WILL SPEND VARYING PERCENTAGES OF THEIR TIME IN THE AREA SUCH THAT A TOTAL OF 2 1/2-3 OFFICER AMN-YEARS WILL BE DIRECTED TOWARD SECURITY ASSISTANCE, REFLECTING THE ONGOING IMPORTANCE OF THIS FUNCTION TO OVERALL-US-NORWEGIAN RELATIONS. WE WOULD INITIALLY ATTACH A US CIVILIAN SECRETARY DIRECTLY TO THIS ELEMENT, TOO, THOUGH OUR HOPE IS THAT AS WE PROGRESS TO COLOCATE THE OPERATIONS ELEMENT, WE WILL BE ABLE TO MOVE THE CIVILIAN TO THE OPERATIONS ELEMENT FOR GREATER EFFICIENCY (SEE BELOW). ALSO ATTACHED TO THE SECURITY ASSISTANCE ELEMENT WOULD BE THE TWO NORWEGIAN LOCAL ASSISTANTS CURRENTLY IN OUR ODC OFFICE. THEY WOULD BE TASKED WITH TRAINING AND MAP RESPECTIVELY. AS PART OF THE REORGANIZATION, WE

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PLAN TO HIVE OFF FROM THESE TWO NORWEGIANS A NUMBER OF ADMINISTRATIVE TASKS (TRANSLATIONS, HOTEL RESERVATIONS, AND SOME DRIVING) WHICH SHOULD MORE PROPERLY BE PERFORMED BY EITHER THE MAS'S OPERATIONS ELEMENT OR BY OTHER SECTIONS OF THE MISSION IN OSLO.

B. THE PLANS ELEMENT (PE) WILL BE CHARGED WITH INTELLIGENCE REPORTING AND LIAISON AS NOW. AGAIN, AN O-6 OTHER THAN THE HEAD OF MAS WILL BE CHARGED TO COORDINATE THESE ACTIVITIES FOR THE HEAD OF THE MAS. ALL OFFICER PERSONNEL ASSIGNED TO THE MAS WILL CONTRIBUTE AND ASSIST IN THESE REPORTING AND LIAISON FUNCTIONS IN VARYING DEGREES COMMENSURATE WITH THE PRIORITIES ASSIGNED. WE WOULD EXPECT ONE OF THE USAF OFFICERS TO BE PRIMARILY INVOLVED IN THIS AREA, WITH THE NAVY AND ARMY O-6S SUBSTANTIALLY INVOLVED, SUCH THAT 2-2 1/2 OFFICER MAN-YEARS WILL BE COMMITTED. THE PLANS ELEMENT WILL ALSO BE STAFFED BY A NCO AND THE US CIVILIAN INTELLIGENCE ASSISTANT. THE NAVY E-7 ASSIGNED ADMINISTRATIVELY TO THE NAVAL ATTACHE FOR SPECIAL PROJECT SUPPORT WILL ASSIST IN THIS AREA AS WELL.

C. OPERATIONS (SUPPORT) ELEMENT (OE). IT IS IN THE SUPPORT UNIT THAT WE BELIEVE PERSONNEL SAVINGS CAN BE

MADE DURING THE COURSE OF FY 1980. INITIALLY, THIS ELEMENT WILL BE HEADED BY THE NAVY CWO, ASSISTED BY TWO NAVY NCOS, AN AIR FORCE NCO AND TWO NORWEGIAN LOCAL EMPLOYEES (RECEPTIONIST/TRANSLATOR AND DRIVER). THE OPERATIONS UNIT WILL BE TASKED WITH PROVIDING

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INFO AMEMBASSY PARIS

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FROM THE AMBASSADOR

COMPLETE SUPPORT TO THE MAS AND WOULD, AS REQUIRED AND FEASIBLE, USE PERSONNEL FROM THE OTHER ELEMENTS TO FULFILL SUPPORT REQUIREMENTS (FOR EXAMPLE, THE NAVY E-7 ASSIGNED TO THE NAVAL ATTACHE FOR SPECIAL PROJECTS CAN ALSO BE PARTIALLY UTILIZED IN THIS AREA AS IS NOW THE CASE).

7. WE BELIEVE THAT BY GRADUALLY COLOCATING THE PRESENT DAO SUPPORT STAFF AND THE PRESENT ODC SECRETARIAT WE CAN ACHIEVE FURTHER EFFICIENCIES AND EVENTUALLY MORE REDUCTIONS OF STAFF. FOR EXAMPLE WE CAN CONSOLIDATE ADMINISTRATIVE FILES AND TECHNICAL LIBRARIES. ALSO, WE WILL ESTABLISH A JOINT RECEPTION AREA FOR THE MILITARY AFFAIRS SECTION WHICH WOULD ALLOW ONE PERSON TO CONTROL ALL INCOMING TELEPHONE CALLS AND VISITORS TO THE COMBINED SECTION (PRESENTLY AT LEAST TWO AND SOME TIMES THREE DIFFERENT EMPLOYEES IN BOTH THE DAO AND ODC OFFICES INVOLVED IN VARIOUS ASPECTS OF THIS JOB). IN ADDITION, WE WOULD, AS WITH THE ODC WORKLOAD, HIVE OFF FROM THE OPERATIONS ELEMENT A NUMBER OF ACTIVITIES (TRANSLATIONS, DRIVING AND CERTAIN SOCIAL SECRETARIAL FUNCTIONS) PLACING THESE IN OTHER
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PARTS OF THE MISSION. AS THESE PLANS ARE CARRIED OUT, WE EXPECT TO REDUCE THE STAFFING OF THE OPERATIONS ELEMENT BY ONE BILLET DURING FY 1980. FURTHER CUTS AT A LATER DATE MAY ALSO BE POSSIBLE.

8. DESCRIPTION OF THE NUMBER OF PERSONNEL BY CATEGORY: UNDER OUR PROPOSAL WE WOULD HAVE A TOTAL OF SEVENTEEN PEOPLE ATTACHED TO OUR MILITARY AFFAIRS SECTION. THESE WOULD BE FIVE OFFICERS, ONE NAVY COMMISSIONED WARRANT OFFICER, FIVE NON-COMMISSIONED OFFICERS, TWO US CIVILIANS AND FOUR LOCAL EMPLOYEES. THIS WOULD COMPRISE THE INITIAL STAFFING OF THE MAS AT ITS INCEPTION NEXT YEAR AND WOULD BE SUBJECT TO FURTHER REDUCTIONS AS INDICATED ABOVE DURING FY 1980.

9. SAVINGS TO BE REALIZED INCLUDING MANPOWER: AS WE HAVE NOTED ABOVE, THE FORESEEABLE SAVINGS TO BE REALIZED WOULD BE IN SUPPORT ELEMENT, WHERE ONE BILLET WOULD BE REDUCED DURING THE FIRST YEAR OF THE MAS'S OPERATIONS. THE CHIEF, MAS WOULD NATURALLY DETERMINE WHICH BILLET TO CUT, BUT BASED ON CURRENT INFORMATION THIS WOULD GIVE DIRECT ANNUAL SAVINGS OF APPROXIMATELY \$20,000 (ASSUMING THAT A US CIVILIAN OR NCO BILLET IS CUT.)

10. MANAGEMENT IMPROVEMENTS TO BE REALIZED: THE MAJOR MANAGEMENT IMPROVEMENT TO BE REALIZED BY OUR REORGANIZATION IS THE ESTABLISHMENT OF A SINGLE POINT OF CONTACT WITHIN THE MISSION FOR ALL MILITARY AFFAIRS MATTERS. WE BELIEVE THIS WILL RATIONALIZE OUR OPERATIONS IN A NUMBER OF WAYS. FIRST IT WILL MAKE IT SIMPLER FOR THE AMBASSADOR AND MEMBERS OF HIS STAFF TO KNOW WHERE TO GO IN THE MISSION FOR INFORMATION OR ACTION ON PARTICULAR MILITARY MATTERS. THERE WILL BE NO CONFUSION AS TO WHETHER TO GO THE "ODC" OR THE "DAO" ON AN ISSUE. WE WILL TURN SIMPLY TO THE CHIEF OF THE MILITARY AFFAIRS

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SECTION. SECONDLY, OTHER OFFICIALS AND AGENCIES WITHIN THE USG WILL ALSO FIND THE TASK OF COORDINATING WITH OUR MILITARY AFFAIRS SECTION SIMPLIFIED. FOR EXAMPLE, SEVERAL TIMES A WEEK AT PRESENT ONE OR THE OTHER OF OUR MILITARY SECTIONS WILL RECEIVE TELEGRAMS FROM VARIOUS U.S. MILITARY COMMAND REQUESTING ACTION ON A MATTER WHICH PROPERLY BELONGS TO THE OTHER MILITARY SECTION. UNDER A COMBINED MILITARY AFFAIRS SECTION, ALL MATTERS RELATING TO THE MILITARY ASPECTS OF OUR RELATIONS WITH NORWAY WOULD BE ADDRESSED TO THE MILITARY AFFAIRS SECTION IN OSLO. FINALLY, IDENTIFYING A SINGLE POINT

OF CONTACT FOR MILITARY AFFAIRS WITHIN OUR EMBASSY WILL SIMPLIFY FOR THE NORWEGIAN GOVERNMENT AND ELEMENTS OF THE NORWEGIAN MILITARY THE TASK OF DEALING WITH THE USG. THIS WILL ENABLE US BETTER TO AVOID DUPLICATION OF CONTACT WORK WITH KEY NORWEGIAN MILITARY OFFICERS. AT PRESENT THERE IS CONSIDERABLE OVERLAP BETWEEN THE OFFICERS WHOM THE ODC AND DAO CONTACT ON BUSINESS. THIS UNNECESSARY DUPLICATION COULD BE LARGELY CONTROLLED THROUGH THE CENTRAL MANAGEMENT OFFERED BY A COMBINED MILITARY AFFAIRS SECTION. BEYOND THESE ORGANIZATIONAL IMPROVEMENTS, THE MAS WILL ALSO, WE BELIEVE, VERY QUICKLY REALIZE SOME ECONOMICS IN THE ADMINISTRATIVE AREA BY ALLOWING THE CENTRALIZATION OF SUPPORT ACTIVITIES TO THE SECURITY ASSISTANCE ELEMENT AND PLANS ELEMENT AS DESCRIBED ABOVE.

11. ASSESSMENT OF THE LIKELY REACTION OF THE HOST GOVERNMENT: WE DO NOT BELIEVE COMBINING THE SECURITY ASSISTANCE AND INTELLIGENCE FUNCTIONS WILL CAUSE ANY PROBLEMS WITH THE NORWEGIAN GOVERN-

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FROM THE AMBASSADOR

MENT. IN FACT NORWEGIAN MILITARY AND MINISTRY OF DEFENSE OFFICIALS HAVE ON A NUMBER OF OCCASIONS IN RECENT YEARS ASKED OFFICERS OF THIS EMBASSY WHY THE EMBASSY MAINTAINS TWO SEPARATE MILITARY OFFICES IN THE EMBASSY. WE SHOULD NOTE THAT THE NORWEGIAN GOVERNMENT ITSELF DOES NOT SEPARATE THESE TWO FUNCTIONS IN ITS ORGANIZATION OF OVERSEAS MISSIONS (I.E., IN WASHINGTON). IN ADDITION, THE AMERICAN EMBASSY IS THE ONLY

FOREIGN MISSION IN OSLO WHICH DISTINGUISHES BETWEEN THE TWO FUNCTIONS. THEREFORE, WE BELIEVE THERE WOULD BE NO PROBLEM FOR THE NORWEGIAN GOVERNMENT IN UNDERSTANDING WHY WE HAD DECIDED TO PUT TOGETHER THE TWO SECTIONS IN A COMBINED MILITARY AFFAIRS SECTION.

12. OTHER RELEVANT FACTORS: ONE ISSUE WHICH MAY ARISE IS WHETHER TO CALL ALL OF THE FIVE OFFICERS "ATTACHES". WE SEE NO REASON NOT TO AND NOTE THAT SECTION 515 (F) OF THE INTERNATIONAL SECURITY ACT "RESTRICTS THE NUMBER OF ATTACHES PERFORMING SECURITY ASSISTANCE FUNCTIONS TO THE TOTAL NUMBER OF ATTACHES ON BOARD AS OF DECEMBER 31, 1976, INCLUDING CONFIDENTIAL

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SECURITY ASSISTANCE AUGMENTEES." SINCE AT THAT TIME WE HAD FIVE ATTACHES ASSIGNED TO OSLO, WE SEE NO PROBLEM WITH THIS PROPOSAL AND WOULD RECOMMEND ALL FIVE OFFICERS BE DESIGNATED AND CARRIED ON THE DIPLOMATIC LIST AS ATTACHES OR ASSISTANT ATTACHES.

13. ANOTHER QUESTION WHICH WOULD NEED TO BE EXAMINED IS WHETHER OUR PROPOSAL HAS ANY IMPACT ON THE 1950 AGREEMENT WHICH ESTABLISHED OUR MAGG IN NORWAY (THE MUTUAL DEFENSE ASSISTANCE AGREEMENT BETWEEN THE UNITED STATES OF AMERICA AND NORWAY). SINCE WE LACK THE LEGAL ABILITY TO EXAMINE THIS QUESTION, WE ASK CONCERNED WASHINGTON AGENCIES TO ASSESS THE ISSUE.

14. FINALLY, TO REALIZE FULLY THE SAVINGS AND EFFICIENCIES OUR PLAN ENVISAGES, WE RECOMMEND THAT ALL OFFICERS ASSIGNED TO THE MAS RECEIVE THE REQUISITE TRAINING IN THE NORWEGIAN LANGUAGE, IN ATTACHE MATTERS AND IN SECURITY ASSISTANCE. SINCE TWO OF OUR THREE SERVICE ATTACHES (NAVY AND ARMY) ARE DUE TO TRANSFER NEXT SUMMER, THIS MEANS THAT THEIR PROPOSED REPLACEMENTS SHOULD RECEIVE SECURITY ASSISTANCE TRAINING BEFORE ARRIVING IN OSLO. WE UNDERSTAND FROM OUR ACTING ODC CHIEF THAT A TWO WEEK COURSE ON THESE MATTERS EXISTS AND THAT IT SHOULD BE ADEQUATE. WE STRONGLY URGE THE RELEVANT WASHINGTON AGENCIES TO PROGRAM THIS SECURITY ASSISTANCE TRAINING INTO THESE OFFICERS' SCHEDULE NOW SO THAT WE MAY MOVE AHEAD WITH THE CONSOLIDATION NEXT SUMMER.

15. THE ABOVE MESSAGE HAS BEEN FULLY COORDINATED WITH THE OFFICE OF DEFENSE COOPERATION AND DEFENSE ATTACHE OFFICE.
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